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DEC 6 1993

December 6, 1993

William F. Caton, Acting Secretary  
Federal Communications Commission  
1919 M Street, N.W. - Room 222  
Washington, D.C. 20554

FEDERAL COMMUNICATIONS COMMISSION  
OFFICE OF THE SECRETARY

Re: PP Docket No. 93-253, Competitive Bidding

Dear Mr. Caton:

On December 6, 1993, E.Y. Snowden and Jim Tuthill, from Pacific Bell, and Paul Milgrom of Cornerstone Research met with Robert Pepper, David Reed, Evan Kwerel, John Williams, Jonathan Levy and Marc Martin of the Office of Plans and Policy, Tom Stanley and David Siddall of the Office of Engineering and Technology, Kent Nakamura of the Private Radio Bureau, Jonathan Cohen and Jim Coltharp regarding several issues in the subject proceeding. They distributed the attached written material.

I am filing two copies of this letter and its attachment in accordance with Section 1.1206(a) of the Commission's rules. Please contact me if you have any questions concerning this matter.

Sincerely,



Attachment

CC (w/o attachment):

David Reed  
Evan Kwerel  
John Williams  
Jonathan Levy  
Marc Martin  
Tom Stanley  
David Siddall  
Jonathan Cohen  
Jim Coltharp  
Kent Nakamura

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## ***Ex Parte Presentation***

by Paul Milgrom  
for Pacific Bell and Nevada Bell  
December 6, 1993

### **Contents**

***Major Design Points.*** We reaffirm our written positions that (1) a simultaneous ascending bid auction, in which bidding on all broadband PCS licenses closes together or nearly so, is superior to a sequence of auctions, (2) combinatorial bidding is unnecessary and should not be allowed, and (3) the pace of the auction should be slow enough to allow bidders to deliberate during the course of the auction.

***Worst-Case Timing for the Milgrom-Wilson Design.*** We analyze the Milgrom-Wilson design to evaluate the pace of the auction and the time necessary for completion.

***Spreadsheet Program.*** These pages illustrate the logic and output of a working MacIntosh Excel spreadsheet that implements our proposed auction design.

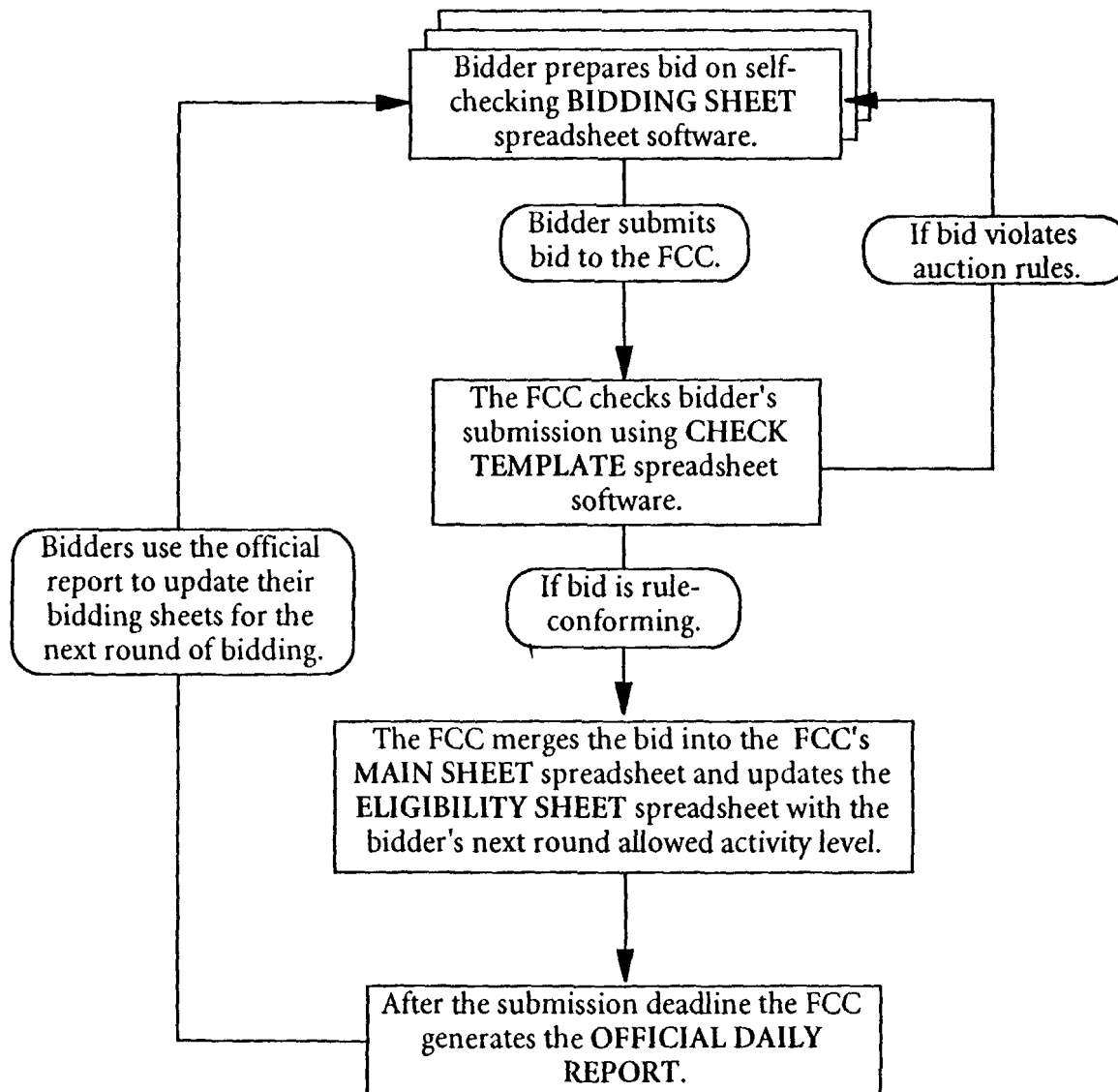
## Major Design Points

- Simultaneous auctions with bids not more often than once per day are superior to sequential auctions because they...
  - entail less guesswork by bidders and make efficient allocations more likely
  - develop information about values during the course of the auction, alleviating the winner's curse
  - allow bidders to evaluate and pursue backup strategies during the course of the auction
  - are much less subject to strategic manipulation
- Combinatorial bidding should not be allowed because...
  - full combinatorial bidding is non-transparent and cannot be implemented reliably
  - limited combinatorial bidders unfairly get “two bites at the apple”
  - the various proposed forms of combinatorial bidding entail predictable inefficiencies or inequities, or both
  - simultaneous auctions promote efficiency without combinatorial bids.
- The pace of the auction should be deliberate because...
  - large financial stakes require close supervision by bidders' financial officers and boards of directors
  - complexity of valuing combinations of licenses require real-time planning by professional staffs
  - bidders' problems in participating in a fast-paced auction would result in less efficient allocations, more aftermarket trading, and lower prices

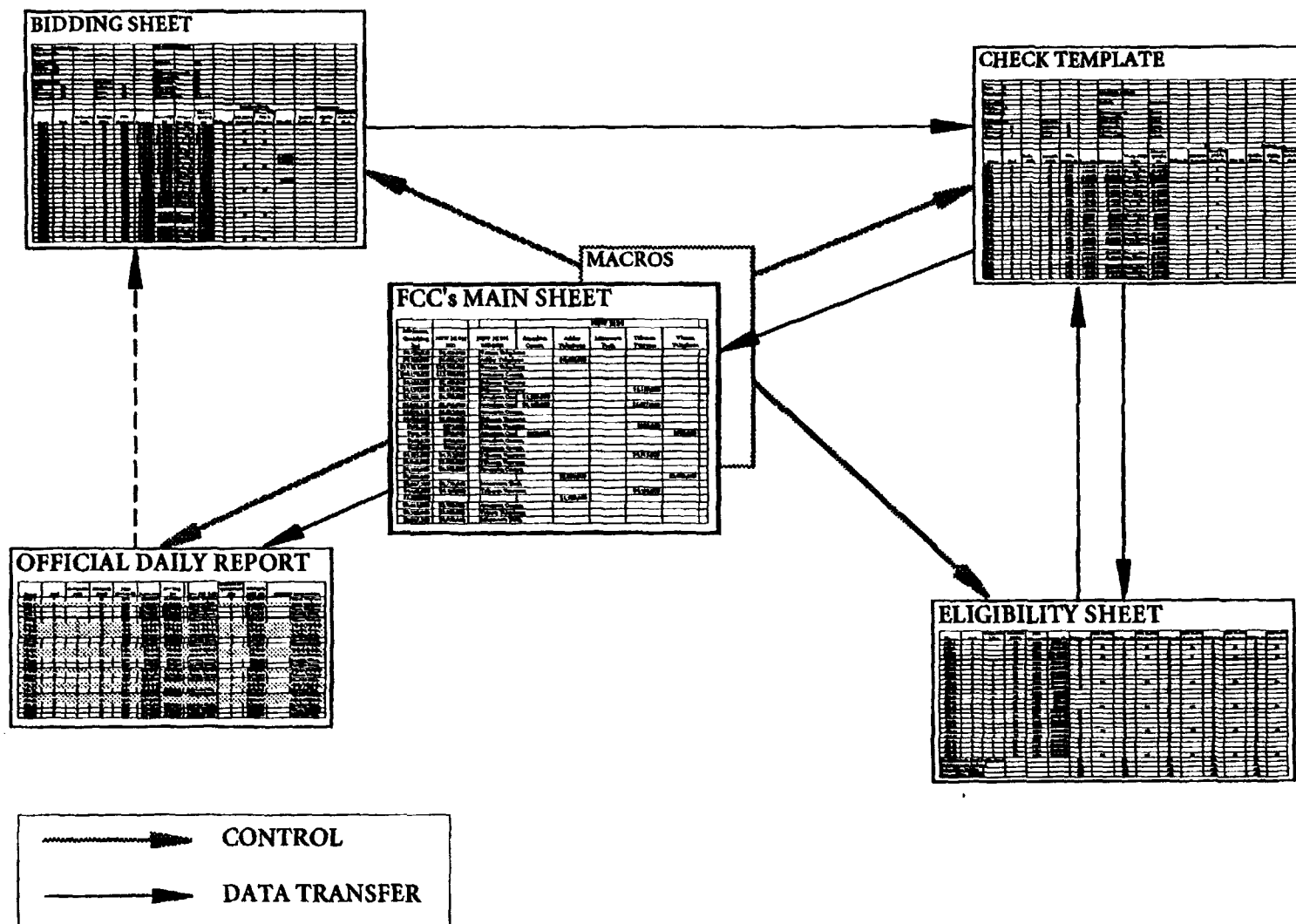
### Worst-Case Timing in the Milgrom-Wilson Design

- Let  $T$  be the total spectrum available for bidding, measured in MHz-POPs. Let  $E$  be the total current eligibility of the bidders in MHz-POPs. Define  $e = E/T$  to be the *eligibility ratio*.
- The fraction of activity accounted for by new bids in each round cannot be less than  $1 - 3/e$  during phase I,  $1 - 1.5/e$  during phase II, or  $1 - 1/e$  during phase III.
- A *conservative* version of the activity rule designed to avoid worst-case delays might entail minimum bid increments of  $x$  per MHz-POP and a phase-change rule that prescribes changes when the total highest bids rise by less than, say, \$100 million per round.
  - The activity rule guarantees a minimum level of new bidding activity at each round while the eligibility ratio  $e$  remains high.
  - The minimum bid increment  $x$  ensures that this new bidding activity translates into genuine progression of bids within the phase.
  - The phase change rule advances the pace as  $e$  falls and also ensures that, on almost every day until phase III, total bids increase by at least \$100 million.
  - The sealed bid closing rule brings the auction to a smooth close late in stage III in case bidding remains active on only a few low-value licenses and total bids have ceased to progress.

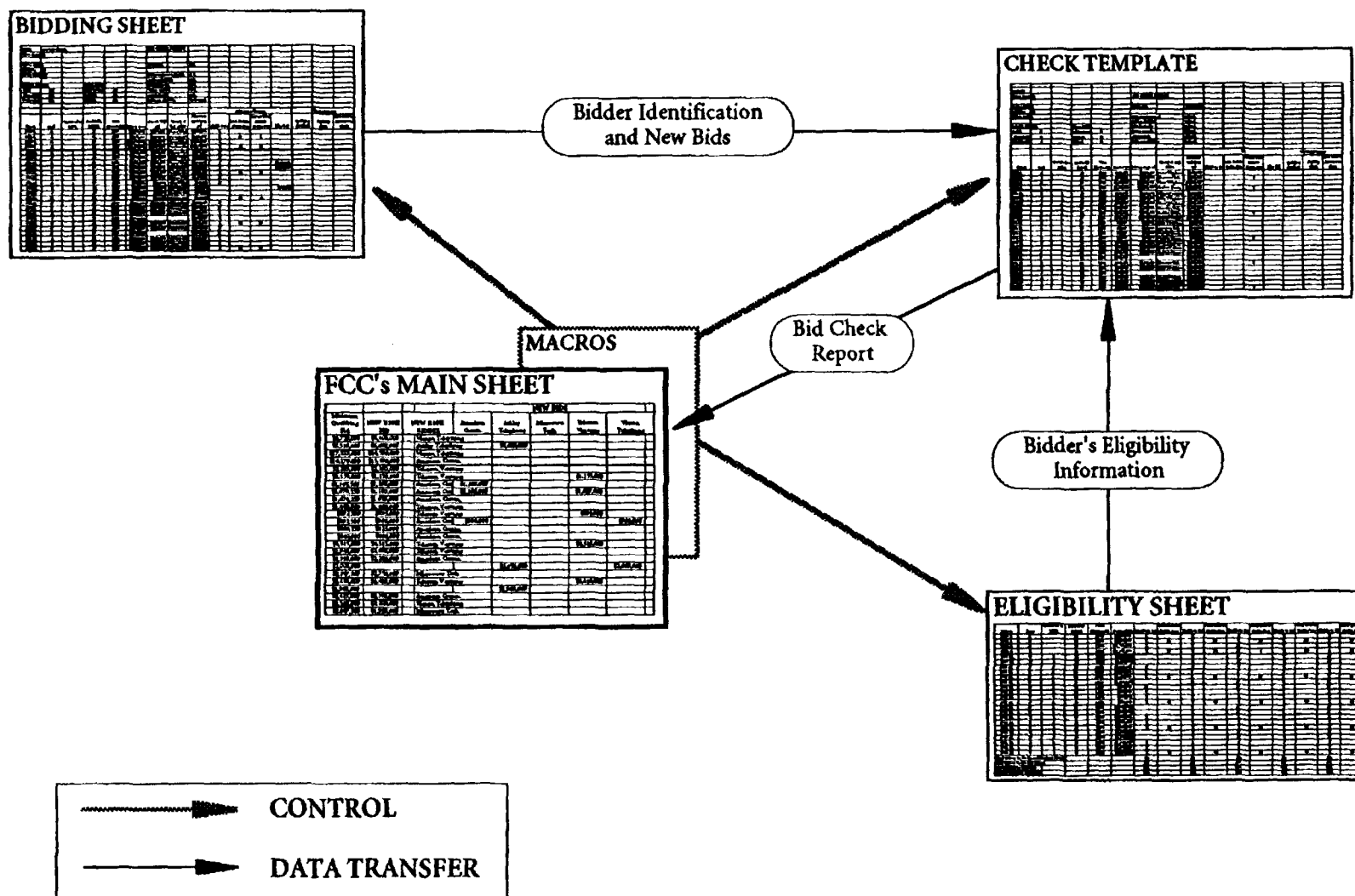
## OVERVIEW OF A SINGLE ROUND OF BIDDING USING SPREADSHEET SOFTWARE



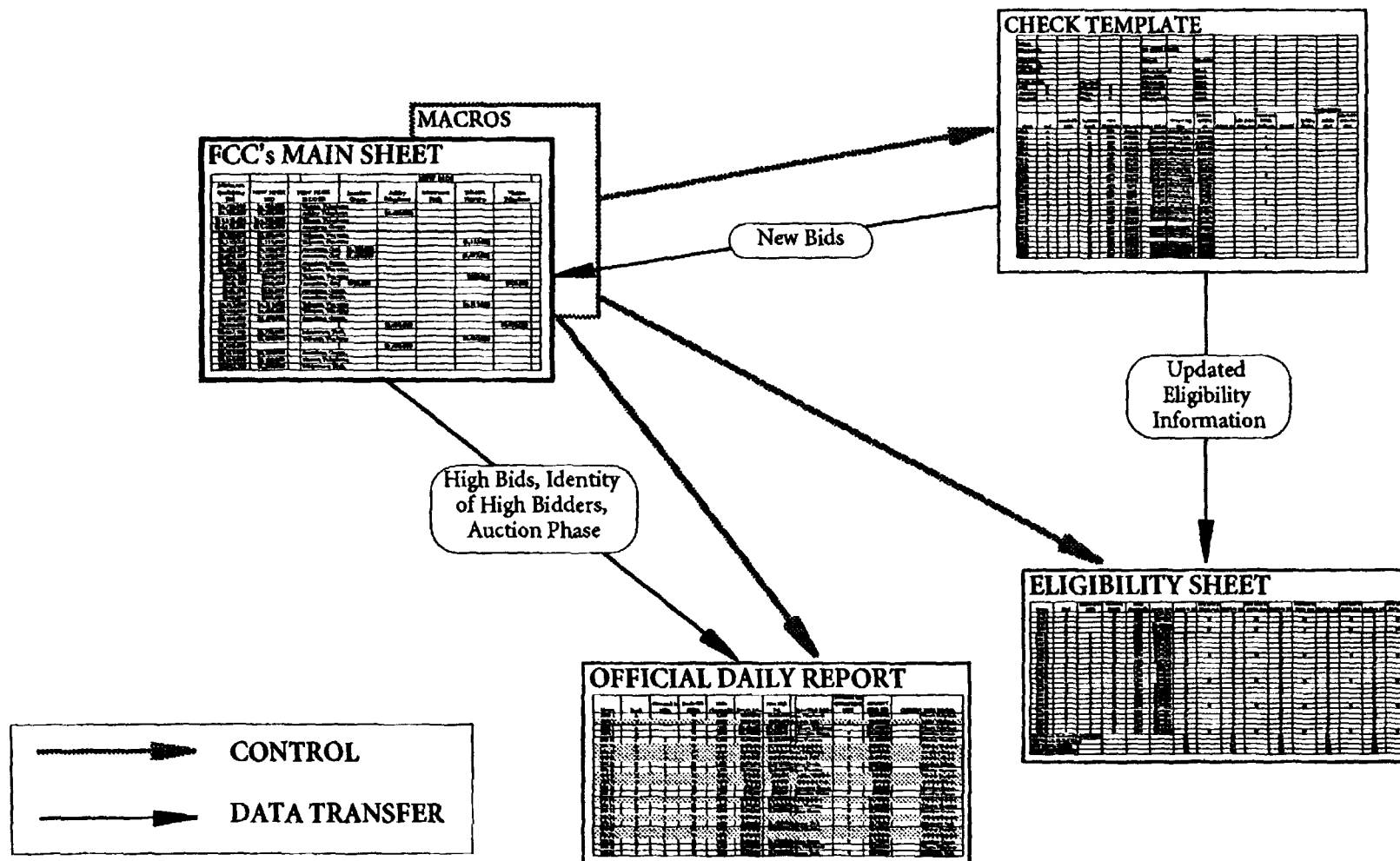
# PCS SPECTRUM AUCTION SOFTWARE



# CHECKING BID SUBMISSION



# INTEGRATING NEW BIDS AND GENERATING OFFICIAL REPORT





# THE OFFICIAL DAILY REPORT

AUCTION PHASE REPORTED  
HERE APPLIES TO THE NEXT  
ROUND OF BIDDING.

BIDDING ROUND IS  
REPORTED ALONG  
WITH AUCTION PHASE.

HIGH BIDS AND THE  
IDENTITY OF HIGH  
BIDDER PRIOR TO THE  
LAST ROUND OF  
BIDDING.

THE OFFICIAL STATUS REPORT  
SPECIFIES FOR EACH LICENSE THE  
NUMBER OF QUALIFYING BIDS  
RECEIVED IN THE LAST ROUND, THE  
AMOUNT OF THE CURRENT HIGH  
BID AND THE IDENTITY OF THE  
CURRENT HIGH BIDDER.

## PCS Spectrum Auction Status Report for Dec 6, 1993

Bidding round: 6  
Auction phase: 1

FIRST SIX COLUMNS  
CONTAIN THE ESSENTIAL  
INFORMATION ABOUT THE  
LICENSES.

License	Band	Contained in MTA	Bandwidth (MHz)	POPs (thousands)	Reserve Price	Prior High Bid	Prior High Bidder	NUMBER OF QUALIFYING BIDS	CURRENT HIGH BID	CURRENT HIGH BIDDER
MTA 1	A		30	3,500	\$5,250,000	\$6,400,000	Vienna Telephone	0	\$6,400,000	Vienna Telephone
MTA 1	B		30	3,500	\$5,250,000	\$6,200,000	Microwave Tech.	1	\$6,600,000	Ashley Telephone
MTA 2	A		30	7,800	\$11,700,000	\$16,500,000	Vienna Telephone	0	\$16,500,000	Vienna Telephone
MTA 2	B		30	7,800	\$11,700,000	\$15,400,000	American Comm.	0	\$15,400,000	American Comm.
BTA 11	C	1	20	2,000	\$2,000,000	\$2,100,000	Telecom Ventures	0	\$2,100,000	Telecom Ventures
BTA 11	D	1	10	2,000	\$1,000,000	\$1,100,000	Ashley Telephone	1	\$1,115,000	Telecom Ventures
BTA 11	E	1	10	2,000	\$1,000,000	\$1,050,000	Vienna Telephone	1	\$1,200,000	American Comm.
BTA 11	F	1	10	2,000	\$1,000,000	\$1,025,000	Microwave Tech.	2	\$1,100,000	American Comm.
BTA 11	G	1	10	2,000	\$1,000,000	\$1,025,000	American Comm.	0	\$1,025,000	American Comm.
BTA 12	C	1	20	1,500	\$1,500,000	\$1,600,000	Telecom Ventures	0	\$1,600,000	Telecom Ventures
BTA 12	D	1	10	1,500	\$750,000	\$830,000	Ashley Telephone	1	\$895,000	Telecom Ventures
BTA 12	E	1	10	1,500	\$750,000	\$850,000	Microwave Tech.	2	\$900,000	American Comm.
BTA 12	F	1	10	1,500	\$750,000	\$825,000	American Comm.	0	\$825,000	American Comm.
BTA 12	G	1	10	1,500	\$750,000	\$800,000	American Comm.	0	\$800,000	American Comm.
BTA 21	C	2	20	4,000	\$4,000,000	\$4,300,000	Ashley Telephone	1	\$4,515,000	Telecom Ventures
BTA 21	D	2	10	4,000	\$2,000,000	\$2,800,000	Telecom Ventures	0	\$2,800,000	Telecom Ventures
BTA 21	E	2	10	4,000	\$2,000,000	\$2,200,000	American Comm.	0	\$2,200,000	American Comm.
BTA 21	F	2	10	4,000	\$2,000,000	\$2,950,000	Ashley Telephone	2	\$2,950,000	Ashley Telephone
BTA 21	G	2	10	4,000	\$2,000,000	\$2,750,000	Microwave Tech.	0	\$2,750,000	Microwave Tech.
BTA 22	C	2	20	3,800	\$3,800,000	\$4,200,000	Ashley Telephone	1	\$4,410,000	Telecom Ventures
BTA 22	D	2	10	3,800	\$1,900,000	\$1,900,000	Ashley Telephone	1	\$1,900,000	Ashley Telephone
BTA 22	E	2	10	3,800	\$1,900,000	\$2,300,000	American Comm.	0	\$2,300,000	American Comm.
BTA 22	F	2	10	3,800	\$1,900,000	\$2,200,000	Vienna Telephone	0	\$2,200,000	Vienna Telephone
BTA 22	G	2	10	3,800	\$1,900,000	\$1,950,000	Microwave Tech.	0	\$1,950,000	Microwave Tech.

LICENSES WHOSE HIGH  
BIDS INCREASED IN THE  
LAST ROUND ARE  
SHADED.

# AMERICAN COMM. BIDDING SHEET

ACTIVITY RULE WAIVER REQUEST IS ENTERED HERE.

SOFTWARE USES BIDDER'S NAME TO IDENTIFY THE BID.

ALLOWED ACTIVITY IN THE NEXT ROUND IS CALCULATED AUTOMATICALLY.

BIDDING SHEET IS SELF CHECKING. BID CHECK REPORT SUMMARIZES AND ITEMIZES THE CHECKS PERFORMED.

## PCS Spectrum Auction Bidding Sheet

Bidder: American Comm.  
Waiver Request: No

Auction Phase: 1  
Multiplier: 3.0  
Activity Level: 417

PopMHz Eligibility  
Initial 452  
Current round 452  
Next round 452

Waiver Used  
2nd Previous No  
Previous No  
Current No

### BID CHECK REPORT

#### OVERALL

Minimum increment rule:  
Bidding eligibility:  
MHz limit rule:  
Waiver use rule:  
Activity level:  
MHz-pop eligibility

O.K.  
O.K.  
O.K.  
O.K.  
O.K.  
Unchanged.

MINIMUM QUALIFYING BIDS ARE CALCULATED USING CURRENT HIGH BIDS AND THE MINIMUM INCREMENT RULE.

WARNING MESSAGES ARE PRINTED NEXT TO THOSE NEW BIDS THAT VIOLATE RULES.

American Comm.										Warning Messages					
License	Band	Contained in MTA	Bandwidth (MHz)	POPs (thousands)	Reserve Price	Current High Bid	Identity of High Bidder	Minimum Qualifying Bid	Eligible to Bid	MHz Limit in Service Area	Current Total MHz in Service Area	New Bid	Qualifying Bid Check	Eligibility Check	MHz Limit in Service Area Check
MTA 1	A		30	3,500	\$5,250,000	\$6,400,000	Vienna Telephone	\$6,720,000	Y						
MTA 1	B		30	3,500	\$5,250,000	\$6,200,000	Microwave Tech.	\$6,510,000	Y	30	0				
MTA 2	A		30	7,800	\$11,700,000	\$16,500,000	Vienna Telephone	\$17,325,000	Y						
MTA 2	B		30	7,800	\$11,700,000	\$15,400,000	American Comm.	\$16,170,000	Y	30	30				
BTA 11	C	1	20	2,000	\$2,000,000	\$2,100,000	Telecom Ventures	\$2,205,000	N						
BTA 11	D	1	10	2,000	\$1,000,000	\$1,100,000	Ashley Telephone	\$1,155,000	N						
BTA 11	E	1	10	2,000	\$1,000,000	\$1,050,000	Vienna Telephone	\$1,102,500	Y			\$1,200,000			
BTA 11	F	1	10	2,000	\$1,000,000	\$1,025,000	Microwave Tech.	\$1,076,250	Y			\$1,100,000			
BTA 11	G	1	10	2,000	\$1,000,000	\$1,025,000	American Comm.	\$1,076,250	Y	40	30				
BTA 12	C	1	20	1,500	\$1,500,000	\$1,600,000	Telecom Ventures	\$1,680,000	N						
BTA 12	D	1	10	1,500	\$750,000	\$850,000	Ashley Telephone	\$892,500	N						
BTA 12	E	1	10	1,500	\$750,000	\$850,000	Microwave Tech.	\$892,500	Y			\$900,000			
BTA 12	F	1	10	1,500	\$750,000	\$825,000	American Comm.	\$866,250	Y						
BTA 12	G	1	10	1,500	\$750,000	\$800,000	American Comm.	\$840,000	Y	40	30				
BTA 21	C	2	20	4,000	\$4,000,000	\$4,300,000	Ashley Telephone	\$4,515,000	N						
BTA 21	D	2	10	4,000	\$2,000,000	\$2,800,000	Telecom Ventures	\$2,940,000	N						
BTA 21	E	2	10	4,000	\$2,000,000	\$2,200,000	American Comm.	\$2,310,000	Y						
BTA 21	F	2	10	4,000	\$2,000,000			\$2,000,000	Y						
BTA 21	G	2	10	4,000	\$2,000,000	\$2,750,000	Microwave Tech.	\$2,887,500	Y	40	40				
BTA 22	C	2	20	3,800	\$3,800,000	\$4,200,000	Ashley Telephone	\$4,410,000	N						
BTA 22	D	2	10	3,800	\$1,900,000			\$1,900,000	N						
BTA 22	E	2	10	3,800	\$1,900,000	\$2,300,000	American Comm.	\$2,415,000	Y						
BTA 22	F	2	10	3,800	\$1,900,000	\$2,200,000	Vienna Telephone	\$2,310,000	Y						
BTA 22	G	2	10	3,800	\$1,900,000	\$1,950,000	Microwave Tech.	\$2,047,500	Y	40	40				

ALASKA TELEPHONE BIDS CONFORM TO RULES OF AUCTION

BANDWIDTH CURRENTLY HELD IN EACH SERVICE AREA IS CALCULATED

ALASKA TELEPHONE'S NEW BIDS CONFORM TO THE RULES OF AUCTION.

BANDWIDTH CURRENTLY HELD IN EACH SERVICE AREA IS CALCULATED AUTOMATICALLY.

FCC'S DAILY REPORT IS USED TO UPDATE INFORMATION ON CURRENT HIGH BIDS.

## CHECK TEMPLATE

BIDDER'S NAME AND WAIVER REQUEST ARE IMPORTED FROM THE BIDDING SHEET THAT THE BIDDER SUBMITTED.

MHzPOP ELIGIBILITY AND PAST WAIVER USE INFORMATION IS IMPORTED FROM THE ELIGIBILITY SHEET.

CHECK TEMPLATE PERFORMS ALL OF THE CHECKS BUILT INTO THE BIDDING SHEET. UPON COMPLETION, THE CHECK REPORT IS EXPORTED TO THE MAIN SHEET.

NEW BIDS ARE IMPORTED FROM THE BIDDING SHEET.

### PCS Spectrum Auction Check Template

Bidder: ???  
Waiver Request: ???

Auction Phase: 1  
Multiplier: 3.0  
Activity Level: 0

#### Pop/MHz Eligibility

Initial: ???  
Current round: ???  
Next round: 0

#### Waiver Used

2nd Previous: ???  
Previous: ???  
Current: ???

### BID CHECK REPORT

#### OVERALL

Minimum increment:  
Bidding eligibility:  
MHz limit rule:  
Waiver use rule:  
Activity level:  
MHz-pop eligibility

#### Rules Violated.

Violated.  
Violated.  
Violated.  
Violated.  
Violated.  
Reduced.

BIDDER'S ELIGIBILITY INFORMATION IS IMPORTED FROM THE ELIGIBILITY SHEET

										Warning Messages					
License	Band	Contained in MTA	Bandwidth (MHz)	POPs (thousands)	Reserve Price	Current High Bid	Identity of High Bidder	Minimum Qualifying Bid	Eligible to Bid	Current MHz Limit in Service Area	Total MHz in Service Area	New Bid	Qualifying Bid Check	Eligibility Check	MHz Limit in Service Area Check
MTA 1	A		30	3,500	5,250,000	\$6,400,000	Vienna Telephone	\$6,720,000							
MTA 1	B		30	3,500	5,250,000	\$6,200,000	Microwave Tech.	\$6,510,000			0				
MTA 2	A		30	7,800	11,700,000	\$16,500,000	Vienna Telephone	\$17,325,000							
MTA 2	B		30	7,800	11,700,000	\$15,400,000	American Comm.	\$16,170,000			0				
BTA 11	C	1	20	2,000	2,000,000	\$2,100,000	Telecom Ventures	\$2,205,000							
BTA 11	D	1	10	2,000	1,000,000	\$1,100,000	Ashley Telephone	\$1,155,000							
BTA 11	E	1	10	2,000	1,000,000	\$1,050,000	Vienna Telephone	\$1,102,500							
BTA 11	F	1	10	2,000	1,000,000	\$1,025,000	Microwave Tech.	\$1,076,250							
BTA 11	G	1	10	2,000	1,000,000	\$1,025,000	American Comm.	\$1,076,250							
BTA 12	C	1	20	1,500	1,500,000	\$1,600,000	Telecom Ventures	\$1,680,000							
BTA 12	D	1	10	1,500	750,000	\$850,000	Ashley Telephone	\$892,500							
BTA 12	E	1	10	1,500	750,000	\$850,000	Microwave Tech.	\$892,500							
BTA 12	F	1	10	1,500	750,000	\$825,000	American Comm.	\$866,250							
BTA 12	G	1	10	1,500	750,000	\$800,000	American Comm.	\$840,000							
BTA 21	C	2	20	4,000	4,000,000	\$4,300,000	Ashley Telephone	\$4,515,000							
BTA 21	D	2	10	4,000	2,000,000	\$2,800,000	Telecom Ventures	\$2,940,000							
BTA 21	E	2	10	4,000	2,000,000	\$2,200,000	American Comm.	\$2,310,000							
BTA 21	F	2	10	4,000	2,000,000			\$2,000,000							
BTA 21	G	2	10	4,000	2,000,000	\$2,750,000	Microwave Tech.	\$2,887,500			0				
BTA 22	C	2	20	3,800	3,800,000	\$4,200,000	Ashley Telephone	\$4,410,000							
BTA 22	D	2	10	3,800	1,900,000			\$1,900,000							
BTA 22	E	2	10	3,800	1,900,000	\$2,300,000	American Comm.	\$2,415,000							
BTA 22	F	2	10	3,800	1,900,000	\$2,200,000	Vienna Telephone	\$2,310,000							
BTA 22	G	2	10	3,800	1,900,000	\$1,950,000	Microwave Tech.	\$2,047,500			0				

CHECK TEMPLATE AND BIDDING SHEET ARE VIRTUALLY IDENTICAL, EXCEPT THAT CHECKING TEMPLATE INITIALLY CONTAINS NO BIDDER SPECIFIC INFORMATION.

CHECK TEMPLATE AND BIDDING SHEET ARE VIRTUALLY IDENTICAL, EXCEPT THAT CHECKING TEMPLATE INITIALLY CONTAINS NO BIDDER SPECIFIC INFORMATION.

# ELIGIBILITY SHEET

**FOR EACH BIDDER THIS WORKSHEET STORES BIDDER'S ELIGIBILITY TO BID FOR A EACH LICENSE AND THE BANDWIDTH LIMIT FOR EACH SERVICE AREA.**

**PCS Spectrum Auction Eligibility Sheet**

Date: Dec 6, 1993

Bidding round: 6

Auction phase: 1

						American Comm.		Ashley Telephone		Microwave Tech.		Telecom Ventures		Vienna Telephone	
License	Band	Contained in MTA	Bandwidth (MHz)	POPs (thousands)	Reserve Price	Eligible to Bid	MHz Limit in Service Area	Eligible to Bid	MHz Limit in Service Area	Eligible to Bid	MHz Limit in Service Area	Eligible to Bid	MHz Limit in Service Area	Eligible to Bid	MHz Limit in Service Area
MTA 1	A		30	3,500	\$5,250,000	Y		Y		Y		Y		Y	
MTA 1	B		30	3,500	\$5,250,000	Y	30	Y	30	Y	30	Y	30	Y	30
MTA 2	A		30	7,800	\$11,700,000	Y		Y		N		Y		Y	
MTA 2	B		30	7,800	\$11,700,000	Y	30	Y	30	N	0	Y	30	Y	30
BTA 11	C	1	20	2,000	\$2,000,000	N		Y		N		Y		N	
BTA 11	D	1	10	2,000	\$1,000,000	N		Y		N		Y		N	
BTA 11	E	1	10	2,000	\$1,000,000	Y		Y		Y		Y		Y	
BTA 11	F	1	10	2,000	\$1,000,000	Y		Y		Y		Y		Y	
BTA 11	G	1	10	2,000	\$1,000,000	Y	40	Y	40	Y	40	Y	40	Y	40
BTA 12	C	1	20	1,500	\$1,500,000	N		Y		N		Y		N	
BTA 12	D	1	10	1,500	\$750,000	N		Y		N		Y		N	
BTA 12	E	1	10	1,500	\$750,000	Y		Y		Y		Y		Y	
BTA 12	F	1	10	1,500	\$750,000	Y		Y		Y		Y		Y	
BTA 12	G	1	10	1,500	\$750,000	Y	40	Y	40	Y	40	Y	40	Y	40
BTA 21	C	2	20	4,000	\$4,000,000	N		Y		N		Y		N	
BTA 21	D	2	10	4,000	\$2,000,000	N		Y		N		Y		N	
BTA 21	E	2	10	4,000	\$2,000,000	Y		Y		Y		Y		Y	
BTA 21	F	2	10	4,000	\$2,000,000	Y		Y		Y		Y		Y	
BTA 21	G	2	10	4,000	\$2,000,000	Y	40	Y	40	Y	10	Y	40	Y	40
BTA 22	C	2	20	3,800	\$3,800,000	N		Y		N		Y		N	
BTA 22	D	2	10	3,800	\$1,900,000	N		Y		N		Y		N	
BTA 22	E	2	10	3,800	\$1,900,000	Y		Y		Y		Y		Y	
BTA 22	F	2	10	3,800	\$1,900,000	Y		Y		Y		Y		Y	
BTA 22	G	2	10	3,800	\$1,900,000	Y	40	Y	40	Y	10	Y	40	Y	40
Used Waiver in the Second Previous Round						No		No		No		No		No	
Used Waiver in the Last Round						No		No		No		No		No	
Initial MHzPop Eligibility						452		452		218		452		452	
Current MHzPop Eligibility						452		452		218		452		452	

## FCC's MAIN SHEET

